

## Section 5

# DEVELOPMENT FRAMEWORK

The Development Framework provides a guide for new development and redevelopment within the Normandale Lake District (District). It takes into consideration several elements – transportation and traffic, urban design, land use function and pattern, parks and open space resources, trails and connectivity. The framework describes a development vision based on five principles:

- Use development ideas that are forward looking, but also grounded in previous planning studies, analyses and projects.
- The planning horizon is the year 2030. The importance of a long-term timeframe should not be underestimated. Opportunities will occur during the next 20 years that do not seem practical based on today's market demand.
- Land use changes need to consider a variety of factors from sewer capacity and transportation improvements to energy and sustainability.
- Market demand, investment and technology are variables that can speed up or slow down, resulting in revisions to predicted development pace and concepts.
- This District Plan should be considered in the larger context of future land use and transportation growth in the I-494 corridor including concentrated employment nodes, mixed uses, and introduction of high density residential.



This District Plan takes into account the larger context of future land use and transportation growth in the I-494 corridor, including concentrated employment nodes, mixed uses, and introduction of high density residential.

## 5.1 Challenges and Opportunities

The northwest area of Bloomington is characterized by an established and growing Class A office market and several solid residential neighborhoods. These land uses take advantage of nearby park and open space amenities and proximity to the regional roadway system. They also provide a market area for commercial goods and services.

Future development in the District will continue to be based on these advantages and amenities.

Over the next 20 years, the land use and development pattern west of Normandale Boulevard is expected to remain, with only minor changes to better accommodate existing uses. The area east of Normandale Boulevard is expected to change



Since many of the existing multi-family residential units east of Normandale Boulevard were built in the 1960s, redevelopment of these buildings will be a focus for change in the District.

more noticeably. Some of the commercial and residential structures will be replaced. Changes in commercial, cultural and recreational activities combined with demand for new residential alternatives are factors that will foster redevelopment.

Specifically, the focus of change in the District will be the neighborhood retail and multi-family residential areas east of Normandale Boulevard, south of American Boulevard, west of Stanley Avenue and north of 84th

Street. Many buildings in this area were built in the late 1960s to the mid-1970s and will be over 60 years old in 2030. The area has the potential to redevelop and be reconfigured into a more contemporary, functional and efficient sub-district that serves the larger residential and commercial service area in northwest Bloomington.

## 5.2 Overview of Development Framework

The Development Framework is a guide for new development and redevelopment in the District. The recommended land use plan was selected from four land use scenarios prepared to evaluate the development potential of alternative land use and circulation patterns. All concepts assumed that the development pattern in much of the District is unlikely to change in the next 20 years, with the exception of the area east of Normandale Boulevard between 82nd and 84th Streets. The four land use scenarios are presented in **Appendix B**.

This area is envisioned to redevelop to better complement and serve the office park west of Normandale Boulevard, strengthen its value to residential neighbors by providing convenient retail/commercial services and extend the market area served beyond the immediate District.

In conjunction with the land use alternatives, five internal circulation concepts were developed to examine access and movement patterns in the focus area, particularly in light of the planned future closing of the frontage road along the east side of Normandale Boulevard. The circulation concepts establish the physical layout and form for redevelopment. Circulation scenarios were evaluated on their ability to accommodate future redevelopment as well as various modes of movement including pedestrians, bicyclists, vehicles, and transit. The five circulation concepts are presented in **Appendix C**.

Key development and circulation objectives include:

- Recommend land uses that are complementary to the area's commercial employment base and adjacent residential areas both east and west of Normandale Boulevard.

- Foster connections between development and park and open space resources.
- Complement and enhance transit opportunities.
- Incorporate urban design elements such as streetscaping, pedestrian-scaled building massing, and site amenities to establish a cohesive character for the District.
- Facilitate movement of pedestrians, bicyclists, vehicles, and transit within the District and connect the District to adjacent residential areas.
- Define a circulation system hierarchy that complements access needs and design objectives.
- Establish a circulation system that enhances land use efficiency by defining basic layouts and patterns for development.

## Observations and Assumptions

The land use and circulation scenarios considered the following development and transportation factors that are likely to remain constant.

- 5100 West 82nd Street is proposed to redevelop with approximately 282 apartments. This increases the number of residents in the neighborhood center's market area and sets a tone for future residential redevelopment.
- Stanley Road will be extended north of 82nd Street to connect with American Boulevard in conjunction with redevelopment of adjacent parcels.

- I-494/TH 100 interchange improvements will result in closing the northern portion of the frontage road on the east side of Normandale Boulevard.
- Urban design improvements that provide a cohesive district character will occur in conjunction with new development and/or street construction.
- The existing neighborhood center was constructed 35 years ago and will be 57 years old in 2030. It is likely to undergo redevelopment to retain its market viability.
- The Holiday Station and Highland Bank buildings will remain as part of the redeveloped neighborhood center.
- The multi-family residential units along 82nd Street, 84th Street and Stanley Road are over 40 years old (constructed in the 1960s). These buildings will be 65 years old in 2030 and, like the shopping center, will likely require redevelopment during the next 20 years.
- Properties abutting I-494 will continue to be designated for freeway oriented service (e.g. hotel) and office uses. The existing hotels and Southgate office building may remain, expand or redevelop during the timeframe of this plan.
- The existing carpet store at 5115 American Boulevard West will redevelop to a non-retail use. The proposed land use designation on this parcel allows for redevelopment with office or hotel uses, consistent with abutting properties. This land use change is considered a "clean up" recommendation.

**The Holiday Station and Highland Bank buildings will remain as part of the redeveloped neighborhood center.**

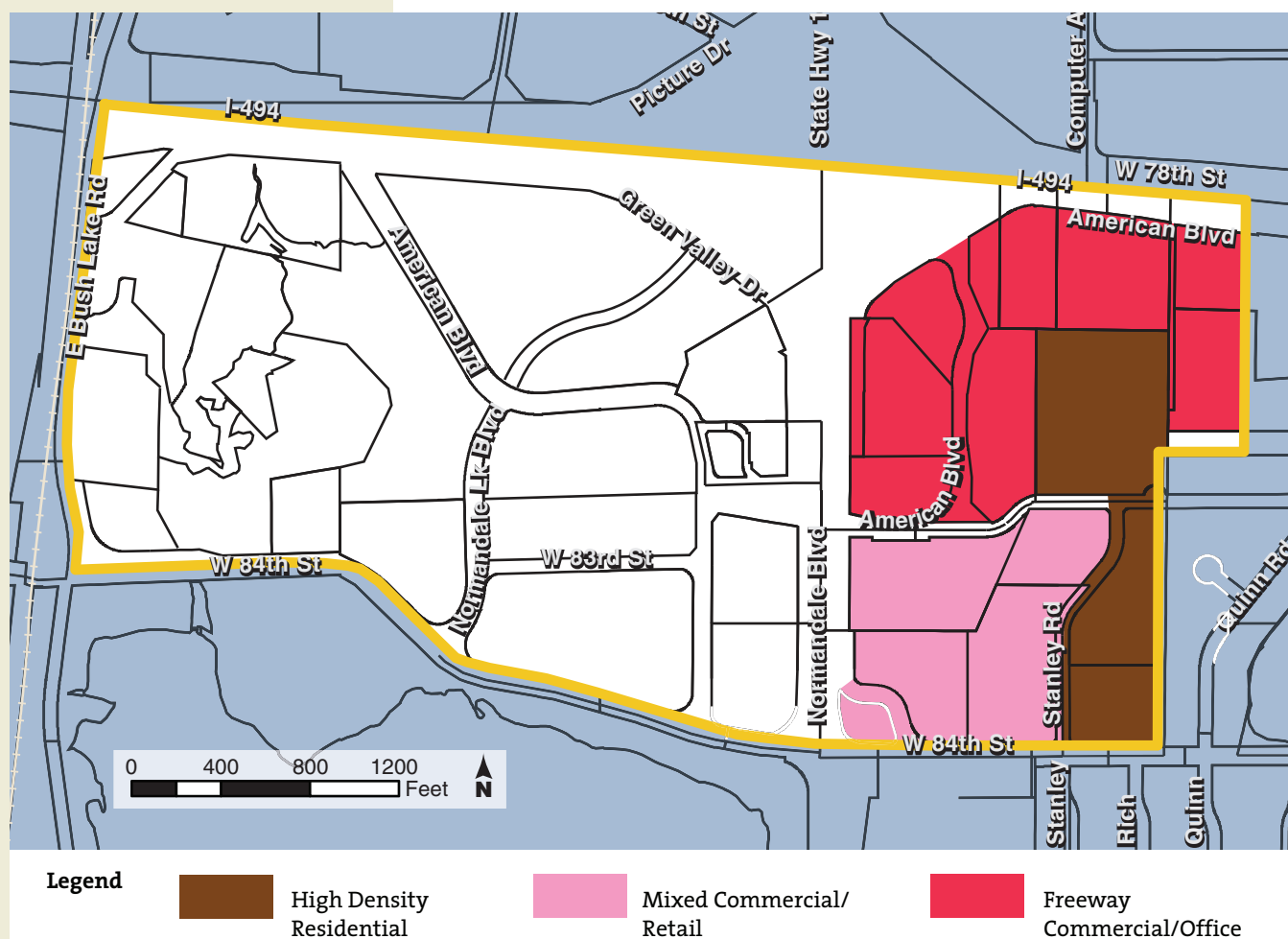


- The existing Mercedes/Nissan auto dealer and Bally's health club properties will redevelop. Proposed land use designations would allow future redevelopment consistent with existing development, oriented to regional commercial uses.

### 5.3 Recommended Land Use and Circulation Concepts

The four land use and five circulation scenarios mentioned above were reviewed by District property owners, the Planning Commission and the City Council. The preferred land use concept for the area east of Normandale Boulevard is described here and shown in **Figure 5.1**, below.

**Figure 5.1 Preferred Land Use Concept**



Source: Bloomington Planning Division.

## Land Use Characteristics and Implications

The development character on the west side of Normandale Boulevard is very different from that on the east side. This is due to major differences in land use types, but also because the west side developed later and was subject to requirements to minimize impacts on environmental features such as wetlands. Almost all of the parking west of Normandale Boulevard is in structures, whereas parking east of Normandale is in surface lots.

### West of Normandale Boulevard

- The existing land use pattern - primarily Class A office with some multiple-family residential - is expected to remain.
- Existing vacant parcels or older office buildings are anticipated to redevelop with high-rise offices, hotels, or integrated multiple-family residential uses.
- The former gas station site located at 5400 American Boulevard West is owned by the adjacent Crowne Plaza Hotel and will likely redevelop as part of a hotel expansion.

### East of Normandale Boulevard

- Multiple-family development provides a buffer and height transition between existing single-family neighborhoods to the east and the commercial and freeway oriented uses to the north and west.

- An apartment development at 5100 West 82nd Street may set the stage for more new multiple-family residential units in this area. While the total area designated for multiple-family development may not change significantly, locations may shift and physical form will change as existing apartment sites are redeveloped.

- A change from High Density Residential to General Business is proposed for the existing apartment buildings located south of American Boulevard and north of 82nd Street. This will increase the area designated for General Business. It will also allow redevelopment as a mixed use project, with multiple-residential use integrated vertically or horizontally with retail/commercial uses.

- Expanding the area designated for General Business should improve the potential for redevelopment of the existing neighborhood center.

- The proximity of the neighborhood center to office and hotel development may foster a market for supportive or symbiotic uses.

- Small parcel sizes in some locations will require site assembly to foster commercial/retail redevelopment.



**Most of the parking west of Normandale Boulevard is in structures; parking east of Normandale is in surface lots. This has a profound impact on the relative attractiveness of the areas.**







Improving internal circulation through the retail center is recommended.

## Internal Circulation Characteristics and Implications

Modifications to the internal circulation system east of Normandale Boulevard are proposed to facilitate redevelopment in the area between 82nd and 84th Streets. Characteristics of the preferred circulation concept include:

- Create a central east-west street located approximately mid-way between 82nd and 84th Streets. This will become particularly important for internal circulation after the east frontage road on Normandale Boulevard is closed.
- A north-south connection between the new east-west street and 84th Street could be created on the east side of the existing bank. This could be a public street or remain as a private drive. Its primary function

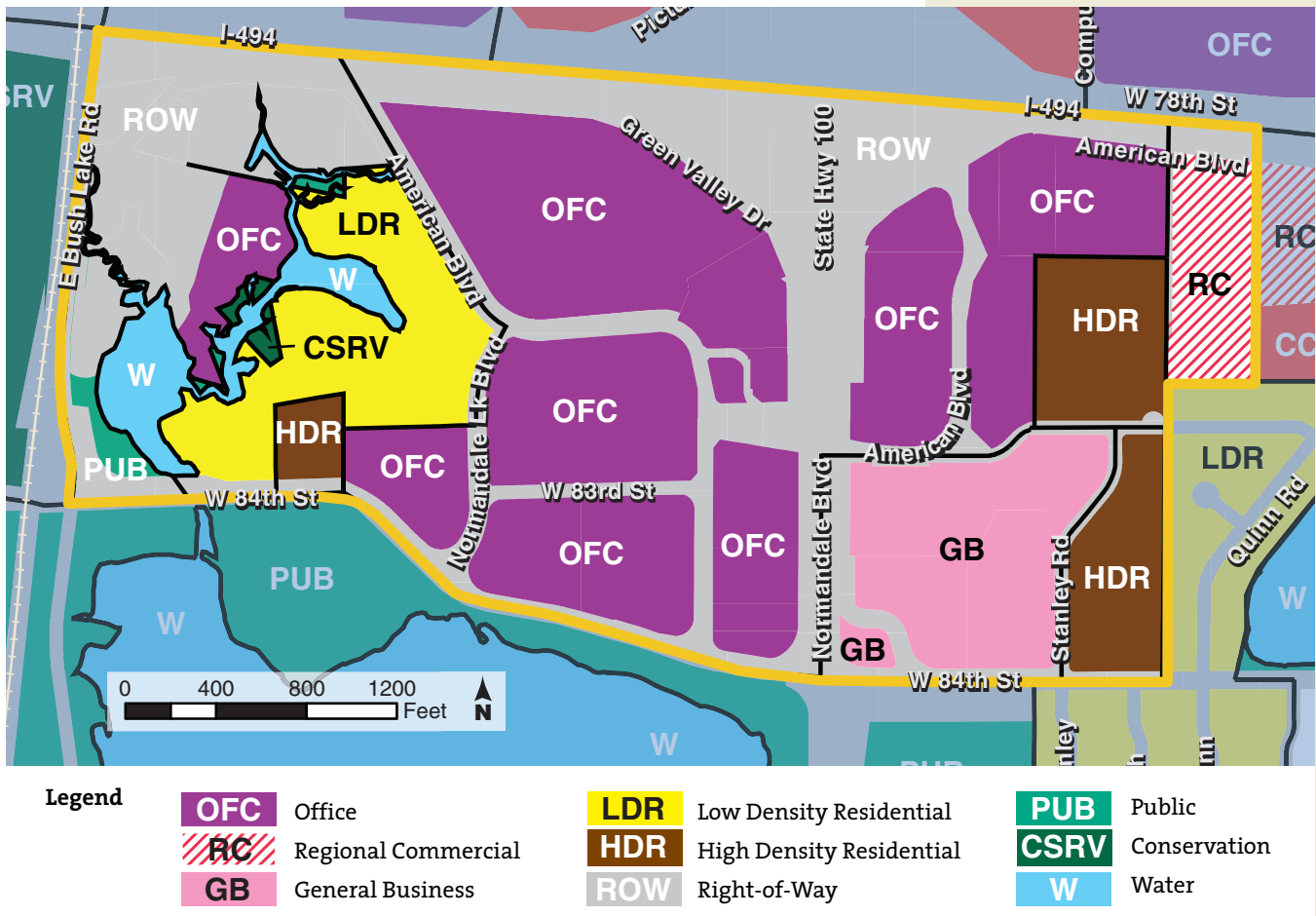
would be to enhance access to property in this quadrant.

- The proposed streets should be located to minimize creation of unusable remnant parcels. This can best be achieved when multiple properties redevelop together. If parcels develop independently, care should be taken to align the streets along existing property lines.
- The through street locations result in parcel sizes consistent with the minimum size requirements for the proposed B-4 zoning. The parcels are approximately 2.7 acres, 4.4 acres, and 10 acres.
- Parcels with road frontage on all sides will require careful design to minimize a “back door” appearance on any side.

## 5.4 Future Land Use Recommendations

The recommended future land use designations in the District are shown on **Figure 5.2**, next page, and the primary uses intended for each land use category are described in **Table 5.1**. Permitted and conditional uses are defined in the zoning districts described later in this report.

**Figure 5.2 Proposed Land Use Guide Plan**



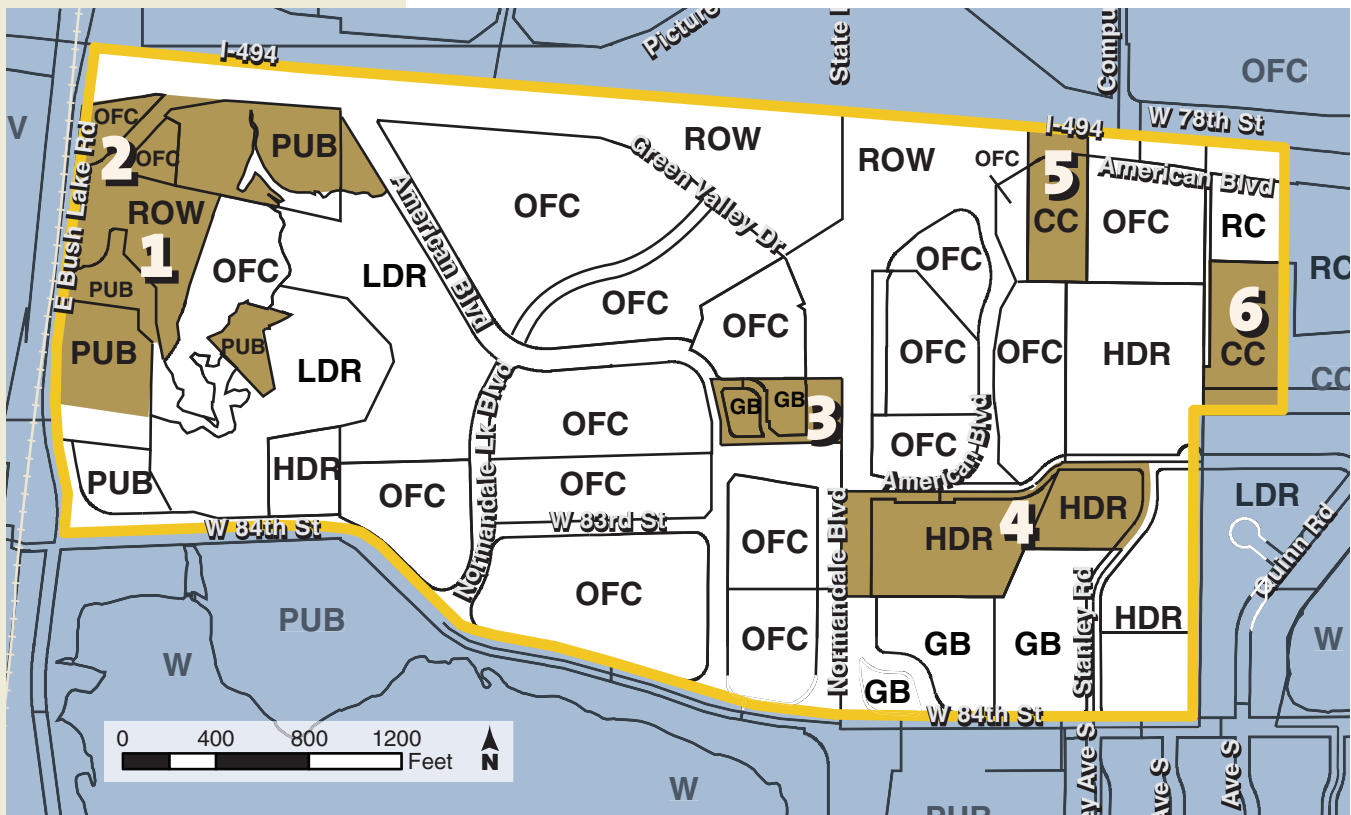
Source: Bloomington Planning Division.

**Table 5.1 Description of Land Use Categories**

Land Use Category	Intended Uses
Office (OFC)	Professional offices, hotels (if near free way).
Regional Commercial (RC)	Similar to Community Commercial, but allows “big box” retail, large shopping centers, and automobile sales.
General Business (GB)	Neighborhood commercial nodes, including smaller supermarkets, drug stores, restaurants, gas stations, offices. Residential uses are allowed if integrated with a general business land use and allowed by the zoning. Excludes hotels, “big box” retail, medium and large shopping centers, automobile rental and sales.
Low Density Residential (LDR)	Residential development with density of 5 or fewer units per acre. Typically single family. Can also be two family and low-density townhomes.
High Density Residential (HDR)	Residential development with density of 10 or more units per acre. Typically apartments and condominiums.
PUB (Public)	Parks, schools, fire stations, municipal buildings, public open spaces.
Conservation (CSRV)	Natural areas, park and conservation areas.
Right-of-Way (ROW)	Public right of way; typically streets and utility corridors.

Source: Bloomington Planning Division.

Figure 5.3 Parcels Proposed for Land Use Guide Changes



Source: Bloomington Planning Division.



The parcels owned by MnDOT or the City of Bloomington along East Bush Lake Road are used for road right-of-way. The recommended land use change will reflect actual use. (See #1 and #2.)

### Summary of Recommended Land Use Changes

Land use changes are recommended on the parcels shown on **Figure 5.3**, above, and described below:

#### 1. Change from Public to Right-of-Way.

These five parcels are owned by MnDOT or the City of Bloomington and used for road right-of-way. The recommended change will reflect actual use.

#### 2. Change from Office to Right-of-Way.

These three parcels are owned by MnDOT and used for road right-of-way. The recommended change will reflect actual use.

#### 3. Change from General Business to Office.

These three parcels contained a gas station, which has been removed and the property has been purchased by the adjacent hotel owner. The proposed land use allows for expansion of the hotel development.

#### 4. Change from High Density Residential to General Business.

Two of these parcels currently contain apartment buildings constructed in the 1960s. The third is a small remnant owned by the City of Bloomington. The recommended land use would allow new development in coordination with redevelopment of the retail/commercial parcels to the south. The GB land use designation



(and proposed C-4 zoning) would allow for mixed use development consisting of residential uses integrated with retail/commercial development.

## 5. Change from Community Commercial to Office.

The current Community Commercial designation only applies to a portion of this parcel and was originally intended to allow a restaurant use that never developed. The proposed land use change will give this parcel a single land use designation that is consistent with surrounding parcels.

## 6. Change from Community Commercial to Regional Commercial.

The proposed land use change will make this parcel consistent with the adjacent parcel to the north. Given that access to this parcel is limited, it is expected that redevelopment will

occur in conjunction with the parcel to the north.

**Table 5.2**, below, indicates the changes proposed for each land use category. The largest change is in the Right-of-Way (ROW) category. This reflects recommendations to designate parcels used for roads as ROW rather than Public (PUB).

The other category with a significant change is High Density Residential (HDR). The 9.2 acre decrease reflects the recommendation to designate two parcels with existing apartment buildings as General Business (#4 above). With the proposed B-4 zoning, these parcels could redevelop with high density residential uses, provided they are developed in coordination with adjacent commercial development.



These parcels contain apartment buildings constructed in the 1960s. The recommended land use change would allow new high density residential development coordinated with adjacent commercial uses. (See #4.)

**Table 5.2**  
**Acreage Comparison by Existing and Proposed Land Use Category**

Land Use Category	Existing	Proposed	Change
Office (OFC)	92.91 acres	95.19 acres	+2.28 acres
Community Commercial (CC)	8.01	0	-8.01
Regional Commercial (RC)	2.86	8.09	+5.23
General Business (GB)	12.74	20.32	+7.58
Low Density Residential (LDR)	16.07	16.07	0
High Density Residential (HDR)	27.97	18.77	-9.20
PUB (Public)	17.81	9.16	-8.65
Conservation (CSRV)	0	1.36	+1.36
Right-of-Way (ROW)	NC	9.40	+9.40

Source: Bloomington Planning Division.



The area west of Normandale Boulevard has been guided and zoned for high intensity office and commercial uses, taking advantage of access to regional transportation.

## 5.5 Zoning Recommendations

The City is phasing out some existing commercial zoning districts and replacing them with newly-adopted districts. The new zoning districts will be applied when District Plans or other area studies are adopted.

**Table 5.3** indicates the existing zoning districts that will be replaced and the likely new designations.

The table indicates general similarity between the existing and new

districts, but there is not a one-to-one correspondence. In other words, the existing commercial zoning districts could be replaced with any of the new commercial zoning districts. The proposed new zoning district for each property was selected to most closely match the existing use or to reflect desired future uses.

**Table 5.3 Existing and New (Replacement) Zoning Districts**

Existing Zoning District*	New Zoning District
CS-0.5 (Commercial Service)	C-1 (Freeway Office and Service)
CS-1 (Commercial Service)	C-2 (Freeway Commercial)
CO-1 (Commercial Office)	C-4 (Freeway Office)
RO-24 (Residential Office)	R-1 (PD) (Single Family – Planned Development)
	B-1 (Neighborhood Office)
	SC (Conservation)
	RM-50 (Multiple Family)
R-4 (Multiple-family)	RM-24 (Multiple Family)

\*Zoning Districts to be eliminated.

Source: Bloomington Planning Division.

### Description of Recommended Zoning Designations

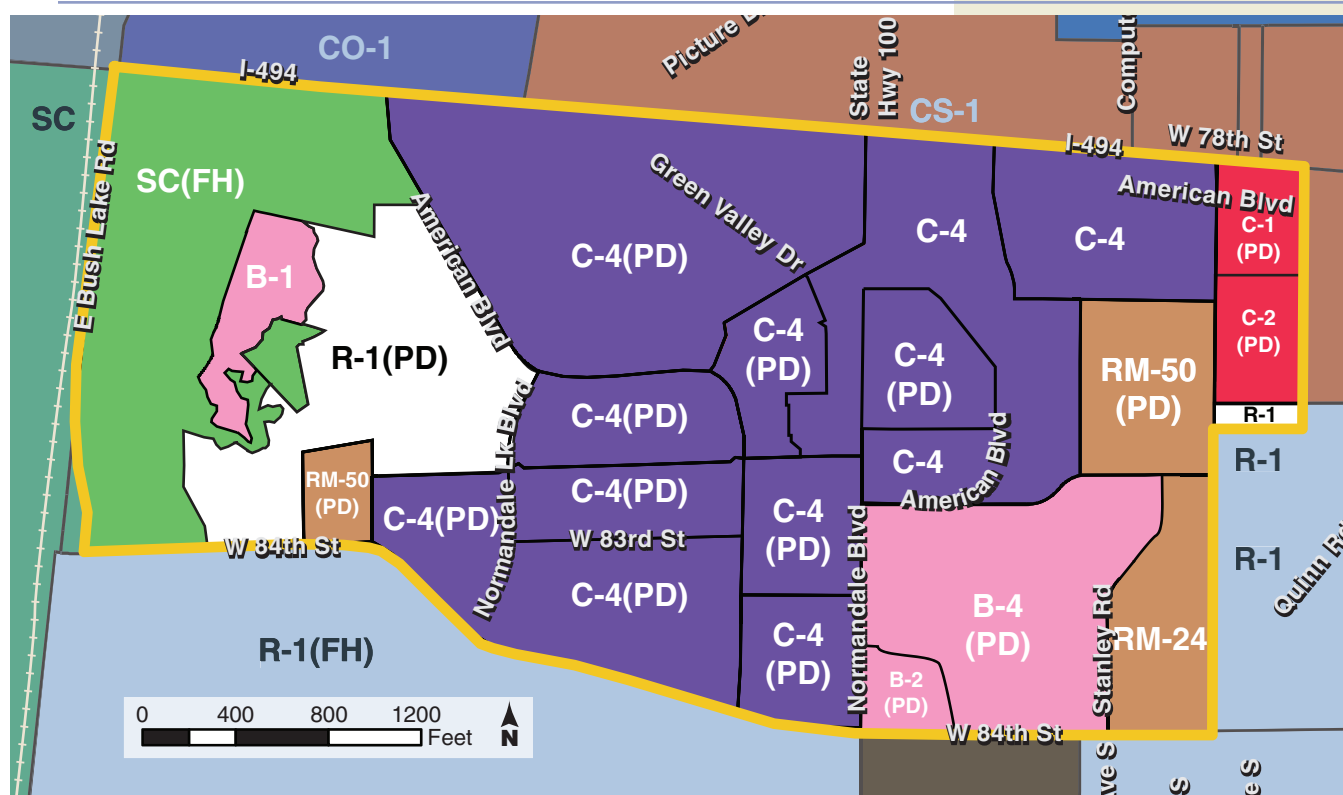
Proposed zoning in the District is illustrated on **Figure 5.4** and **Table 5.4**, next page, describes the typical uses permitted in the recommended new zoning districts. Over half of the land area in the District (not including roads) is zoned for commercial office, hotels, retail and service uses (C-1, C-2, C-4, B-1, B-2, B-4). This area has historically been guided and zoned to foster high intensity office and commercial uses that take advantage of the excellent

access to the regional transportation system. The proposed zoning maintains that objective.

The following overlay designations are currently used or may be added to any zoning district:

- *Planned Development overlay (PD)* is intended to promote creative and efficient use of land by allowing design flexibility.
- *Flood hazard overlay zone (FH)* includes land within delineated floodway, flood fringe, or flood plain. Allows agriculture, public, and park uses.

**Figure 5.4 Proposed Future Zoning**



**Legend**

<b>C-1</b>	Freeway Office and Service	<b>B-1</b>	Neighborhood Office	<b>R-1(PD)</b>	Single Family (Planned Development)
<b>C-2</b>	Freeway Commercial	<b>B-2</b>	General Office	<b>RM-24</b>	Multiple-Family
<b>C-4</b>	Freeway Office	<b>B-4</b>	Neighborhood Commercial Center	<b>RM-50</b>	Multiple-Family
				<b>SC(FH)</b>	Conservation (Flood Plain)

Source: Bloomington Planning Division.

**Table 5.4 Uses Permitted by Proposed Zoning District**

Zoning District	Typical Uses Permitted
C-1 (Freeway Office and Service)	Auto Dealerships, Office, Restaurants.
C-2 (Freeway Commercial)	Office, Hotel, Retail and Service, Auto Fueling and Service.
C-4 (Freeway Office)	Office, Hotel, Restaurant (in Office or Hotel), Accessory Retail and Service.
B-1 (Neighborhood Office)	Office.
B-2 (General Commercial)	Office, Retail and Service, Restaurant, Auto Fueling and Service.
B-4 (Neighborhood Commercial Center)	Office, Retail and Service, Restaurant, Residential uses integrated with non-residential uses.
R-1 (PD) (Single Family - Planned Development)	Single Family Dwellings, Multiple Family Dwellings, if part of a Planned Development.
RM-24 (Multiple Family)	Multiple Family Dwellings (e.g., Apartments, Condominiums) with density of 12 to 24 units per acre, Senior Housing.
RM-50 (Multiple Family)	Multiple Family Dwellings (e.g., Apartments, Condominiums) with density of 20 to 50 units per acre, Senior Housing.
SC (Conservation)	Natural Areas, Conservation Areas, Wildlife Management.

Source: Bloomington Planning Division.



Rezoning will allow the retail center to redevelop in coordination with adjacent apartments.

## Summary of Recommended Zoning Changes

Zoning changes are proposed for most of the parcels in the District. However, only a few result in significant changes that would allow uses different from what are allowed under the current zoning. Some of the recommended changes “clean up” existing designations that do not accurately reflect existing development on the property.

Many of the recommended changes will apply the new commercial zoning district designations and will not significantly impact use of the property. However, the new designations contain development standards such as building setbacks or Floor-Area-Ratio (FAR) that would apply to new development or redevelopment on the property.

Zoning changes that would allow significantly different uses on the property are shown on *Figure 5-5*, next page, and include:

### 1. Change from CS-1 to C-4.

These three parcels (5311, 5301, 5400 Green Valley Drive) are under the same ownership as the adjacent hotel. The gas station has been removed and the proposed zoning will make these parcels consistent with the zoning on the adjacent hotel property and allow redevelopment as part of the hotel.

### 2. Change from R-4 to B-4.

Two of these parcels (5233 West 82nd Street and 8200 Stanley Road) contain older apartment buildings.

The proposed zoning is consistent with proposed zoning on the adjacent parcels to the south and will allow coordinated redevelopment of the existing neighborhood center as a mixed use development, with integrated residential, retail and commercial uses.

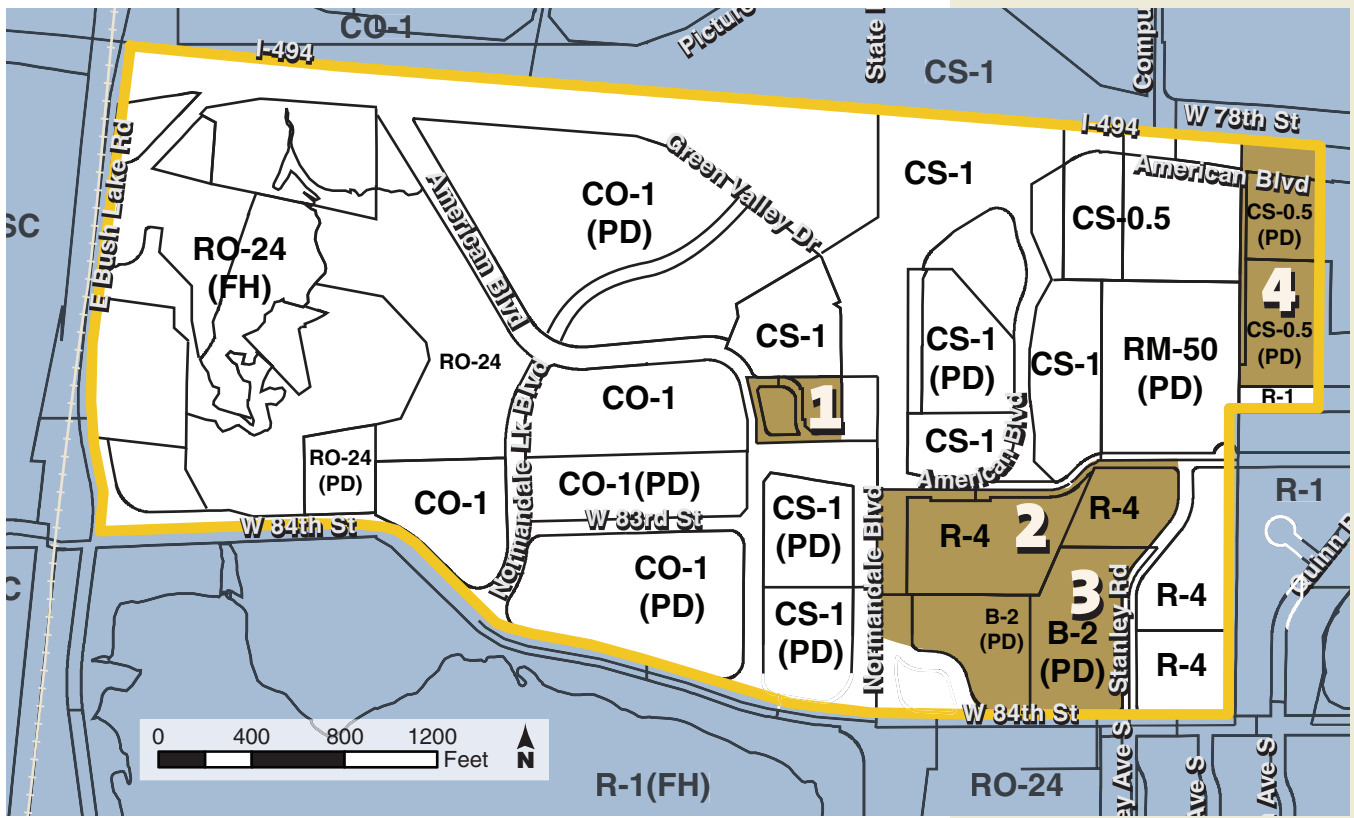
### 3. Change from B-2 (PD) to B-4 (PD).

These four parcels (8301 Normandale Boulevard, 5270 and 5200 West 84th St., and 8250 Stanley Road) comprise a mix of retail and commercial uses. The proposed zoning will allow all existing uses to remain as permitted uses, but also allow redevelopment with a mix of uses, including integrated residential. The intent of the recommended zoning is to allow these parcels to redevelop in coordination with the apartment properties to the north.

### 4. Change from CS-o.5(PD) to C-1 (PD) and C-2 (PD).

The proposed zoning on these two parcels (4901 and 4951 American Boulevard West) reflects the existing auto dealership and health club uses. The primary change resulting from the proposed rezoning of the health club property to C-2 (PD) will be to make the existing use conforming. It will also allow for retail development, which is limited to a provisional use under the existing CS-o.5 zoning.

Figure 5.5 Parcels Proposed for Major Zoning Changes



Source: Bloomington Planning Division.

The proposed zoning on these two parcels, see number 4 on the map above, reflects the existing auto dealership and health club uses.







The intersection of 84th Street and Normandale Boulevard operates at LOS F during the weekday afternoon peak.



A bicycle and pedestrian bridge over Normandale Boulevard will improve traffic flow in the 84th Street intersection and be a gateway feature.

## 5.6 Summary of Proposed Improvements

### 1. District Roadway and Circulation Improvements

The traffic analysis done for this District Plan indicates that the intersection of 84th Street and Normandale Boulevard currently experiences periods of delay or congestion during weekday afternoon peak hours (operating at a Level of Service F). With significant new development and employment in the District over the next 20 years, road improvements are needed to mitigate current congestion and effectively manage future traffic levels in the area.

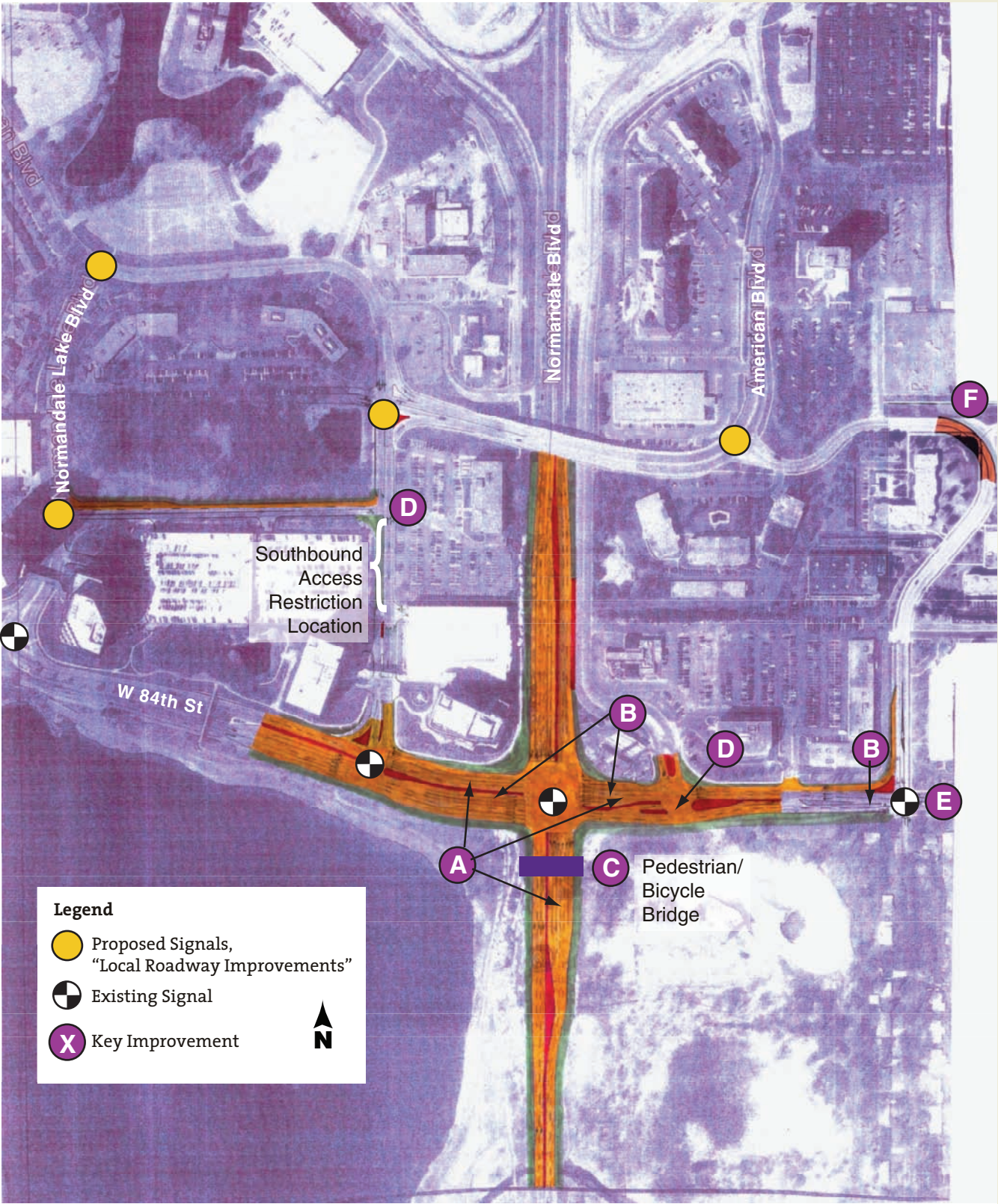
**Proposed roadway improvements** are shown on *Figure 5.6*, next page, and include:

- Reconstruction of the intersection of Normandale Boulevard and West 84th Street to add through and turn-lanes to increase traffic capacity;
- A pedestrian bridge over Normandale Boulevard - a required feature that allows the 84th and Normandale intersection to operate at a better service level by removing at-grade pedestrian crossings;
- Widening 83rd Street between Norman Center Drive and Normandale Lake Boulevard;
- Realignment to improve the intersection of 82nd Street and Stanley Road;

- Add a turn lane on Stanley Road at intersection with 84th Street;
- Additional or new signals at several intersections in the District;
- Access restrictions:
  - Vehicles (except those exiting from the 8000 Tower ramp) will be prevented from heading south on Norman Center Drive.
  - Vehicles heading south on the Normandale Boulevard frontage road will be prevented from making east-bound left turns onto 84th Street.

**Other road improvements** are needed to enhance circulation in the area between Normandale Boulevard and Stanley Road, south of 82nd Street. As described on page 5.6, establishing a through connection in this area will enhance access to existing businesses, increase safety and improve circulation. New through streets, whether public or private, should be designed to maximize the development potential of adjacent parcels.

Figure 5.6 Proposed Road Improvements



Source: Bloomington Engineering Division.





As the District develops, it will be a more prominent transit destination and enjoy improved service.

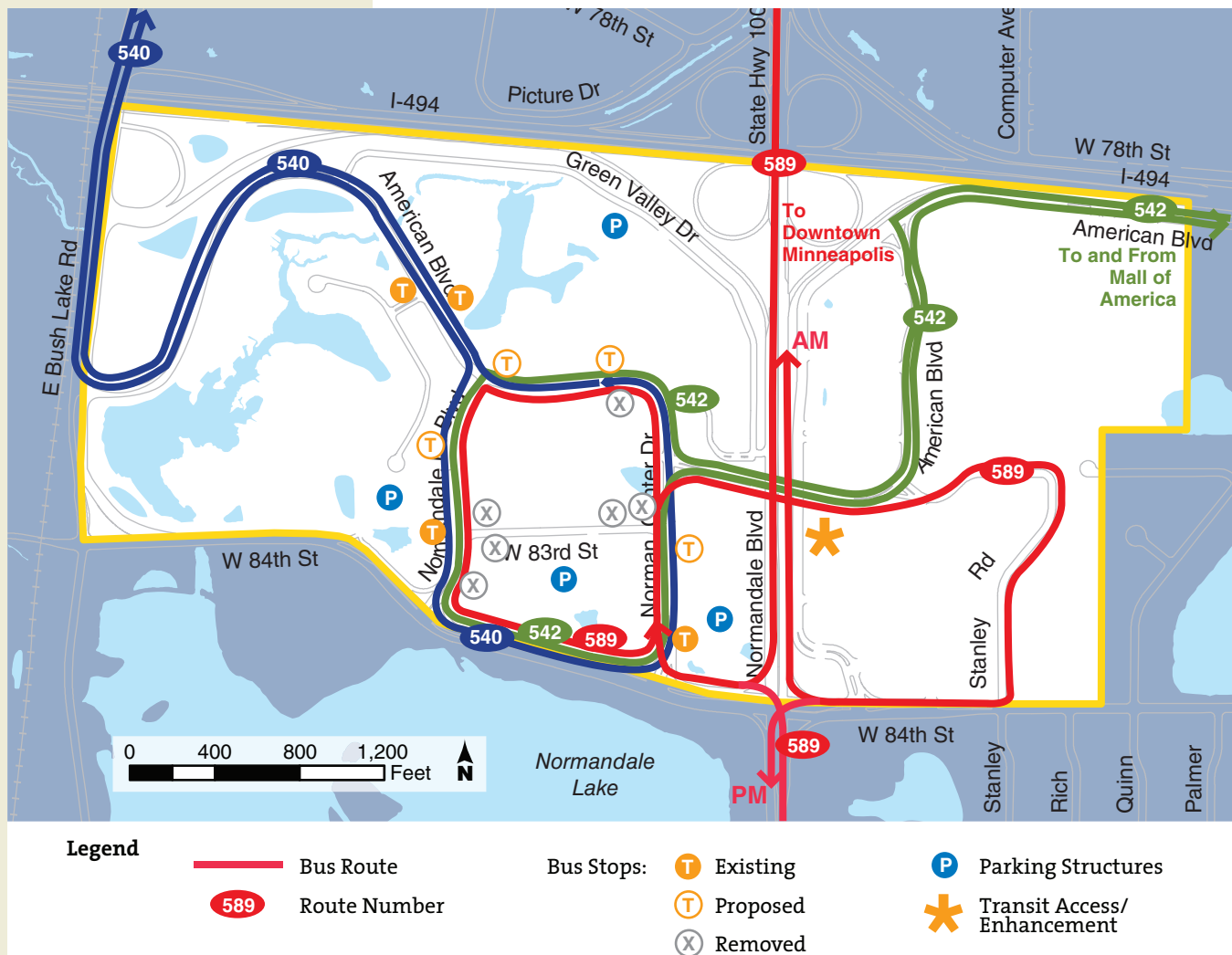
## 2. Transit Improvements

Transit options will increase as new development and redevelopment occurs and as people look for alternatives to reduce commuting and travel times. As the District and surrounding area develop with more intense and varied land uses, it will be a more productive transit destination. While this plan anticipates development of additional transit facilities in coming years, it does not prescribe specific locations or development requirements for future facilities. It recognizes that future

transit facilities may be sited in multiple locations and take various structural forms, depending on their specific function.

With District employment forecast to increase substantially over the next 20 years, there is opportunity to expand and enhance transit service to the District. Metro Transit has indicated a willingness to consider the area as a trip destination and has proposed future route changes, shown in **Figure 5.7**, below.

Figure 5.7 Future Transit Routes



Source: Metro Transit, 2008.

The following enhancements to transit service include:

- Add earlier and later “reverse commute” trips from downtown Minneapolis in the AM and returning to downtown in the PM. This would expand the route times to accommodate people arriving in the District after 8:00 a.m. and leaving between 3:30 p.m. and 6:00 p.m.
- Make routes through the District more direct to improve efficiency.

With implementation of road and streetscape improvements as well as redevelopment, the City will continue to work with Metro Transit to:

- Prepare a prototype for an Enhanced Transit Stop through coordination with streetscape/urban design improvements.
- Explore potential to create a new route transfer facility integrated with future redevelopment in the area east of Normandale Boulevard, between 82nd and 84th Streets.

In addition, long-term City plans should continue to encourage improved east-west transit service along American Boulevard by establishing a new transitway parallel to I-494 between the Hiawatha and Southwest LRT lines. Although completion of such a transit way may be 20 to 40 years in the future, it will be a vital and necessary component in the future Twin Cities transit system to serve more intense development along the I-494 employment corridor.

## 3. District Parking

Centralizing and sharing parking in structures will allow for more efficient land utilization, concentration of development intensity that integrates land uses and results in a live-work community, and improve vehicle and pedestrian movement and circulation. Specific district parking location(s) have not been identified at this time since integration of these structures should occur as part of site specific development. The City will work with land owners and developers to identify opportunities to provide shared parking in the District.

Some items to consider include:

- Parking lots or structures should be located behind or “wrapped” with buildings to minimize their visual dominance along a street.
- Encourage use of the shared parking flexibility measures in the City’s zoning code (Section 21.301.06(e)(2)).

## 4. Utility Improvements

The District is served by the City’s municipal water and sanitary sewer. Both systems are fully developed and upgrades will occur in conjunction with routine maintenance, street reconstruction, or to add capacity for new development or redevelopment.

While the public water system is adequate to accommodate anticipated future development, the sanitary sewer system serving the east side of the District will require upgrades to accommodate new

**Parking lots and structures should be located behind or “wrapped” with buildings to minimize their visual dominance along a street.**





Stormwater management practices include rain gardens and other features that promote onsite infiltration.

development or redevelopment that results in increased sewer flows.

Recent sanitary sewer modeling identified capacity constraints in the regional sewer interceptor (3-BN-499), which is owned and operated by Metropolitan Council Environmental Services (MCES). This interceptor serves most of the east side of the District (excluding the shopping center, bank, and Holiday convenience store/gas station) as well as portions of Edina north of I-494.

Recommended actions include:

- Bloomington will continue to work with Edina and MCES staff to identify improvements needed to ensure adequate sewer capacity for long-term planned growth in both cities.
- Until the interceptor capacity is increased, new development that results in an increase in sewer flow will need to be carefully evaluated to determine whether adequate capacity exists.

## 5. Stormwater Management Strategies

District stormwater management strategies related to future development and redevelopment need to be based on a comprehensive approach that combines traditional best management practices (BMPs) such as ponding with Low Impact Development (LID) techniques. This approach must provide for both stormwater management (quality and quantity of runoff) and natural resource enhancement. Combined approaches need to be applied at

both the site and district levels.

Recommended actions include:

- Update the City's *Comprehensive Surface Water Management Plan* and *City Code* (zoning and land subdivision regulations) to include LID techniques and criteria for regional water quality projects.
- Continue to require that evaluation and assessment of stormwater management plans be conducted at the project application stage rather than after the approval of development plans.
- Continue to incorporate LID techniques and best management practices as strategies for stormwater treatment in new development and redevelopment projects. Appropriate LID practices may include infiltration basins, rain gardens, green roofs, treatment trains, and other practices that promote infiltration.
- Continue to require plans for operations and maintenance of stormwater management facilities in conjunction with project approvals and implementation.

Several specific storm water infrastructure improvement projects have been identified for the District. Generally, these improvements will be implemented in conjunction with road improvements. These include:

1. Upgrade approximately 1,500 LF of 27-inch to 36-inch RCP in Area 6.
2. Upgrade approximately 1,200 LF of 15-inch to 42-inch CMP in Area 3.
3. Upgrade approximately 2,100 LF of 48-inch to 60-inch CMP in Normandale Boulevard.



4. Address short duration road flooding at 5120 American Boulevard West (likely in combination with Item #1 above).

5. Possible upgrade of approximately 700 LF of 24-inch RCP in Area 2.

## 6. Natural Resources, Parks and Open Space, and Trail Improvements

The District's signature characteristic is the range of natural resource, open space, park and trail amenities located within or adjacent to it.

These amenities are the result of context-sensitive site development and building construction and due to the City's history of responsible public park and open space acquisition and stewardship. These landscape amenities play a major role in defining the District's character and identity. Resource protection and enhancement will grow in importance during the plan's time horizon.

### Natural Resources and Open Space

Natural resource elements within the District are primarily related to Nine Mile Creek, its shore area and large associated wetlands. The Normandale Lake and Hyland Park (northern portion) units of the Hyland-Bush-Anderson Regional Park Reserve, directly adjacent to the District, comprise terrestrial and aquatic environments that support passive recreation and provide a diverse habitat for wildlife and a setting for various vegetative communities.

Policies and programs to support the preservation and enhancement of natural resources and open space include:

- Require application of low impact development techniques and practices (BMPs) by development and redevelopment projects.
- Encourage use of native plant species and maintenance of natural landforms as part of the site development and construction process.
- Work with MnDOT to develop the park and open space character of Goldman Pond (on southeast corner of 84th Street and Normandale Boulevard) and include trails as an amenity.
- Continue joint implementation activities with the Three Rivers Park District including expansion of the Regional Park Reserve in west Bloomington to allow for better natural resource preservation and park and open space consolidation.

### Park Improvements and Enhancements

The south edge of the District abuts Normandale Lake Park, a unit of the Hyland-Bush-Anderson Regional Park Reserve (west of Normandale Boulevard) and Goldman Pond (east of Normandale Boulevard).

Reconstruction of the intersection of Normandale Boulevard and West 84th Street will create opportunities to improve the appearance and public use of these properties.

The intersection improvement requires acquisition of additional right-of-way on the south side of



The District's signature characteristic is the range of natural resource, open space, park and trail amenities located within or adjacent to it.



**The pedestrian and bicycle bridge will be an important link between the east and west sides of Normandale Boulevard.**

84th Street along the north edge of Normandale Lake Park and Goldman Pond. The road improvements need to have a context-sensitive design approach taking into consideration a variety of factors and collaboration of affected agencies. The transfer of park land to right-of-way will require approval of 4(f) and 6(f) documents for the conversion of park land and public property acquired by Federal funds.

To meet 4(f) requirements, this documentation needs to show that there is no practical and feasible alternative to using the subject property for right-of-way and that the project is planned to mitigate any potential impacts. To meet 6(f) requirements, the documents need to show that the conversion can be done in accordance with State plans and that substitution of other recreational or park and opens space properties of equal value will be made. Creative preparation of 4(f) and 6(f) documents could result in savings in the amount budgeted for right-of-way replacements.

Activities to coordinate road improvements and park impacts include:

- Proceed with the planning and design of intersection and pedestrian bridge projects based on a collaborative context-sensitive design approach.
- Prepare and submit Section 4(f) and 6(f) documents to MnDNR and MnDOT.
- Determine whether a restrictive covenant has been recorded against the property.

- Notify the Metropolitan Council regarding the amount of regional parkland being transferred for road right-of-way.

The pedestrian and bicycle bridge, required as part of the intersection improvement, will be an important link between the uses east and west of Normandale Boulevard. Providing good connections between Normandale Lake Park and the residential neighborhoods to the east is an important objective of this District Plan.

The proposed bridge will be designed to accommodate both pedestrians and bicyclists. It must also be attractive and well integrated into the surrounding landscape because, by virtue of its location, it will become a significant visual feature and gateway to the area and City. A more thorough discussion of design considerations for the pedestrian bridge and improving trail connections is included on page 5.27.

## **Trail Development and Enhancements**

Improving connections and access between adjacent park and open space amenities and the District must be coordinated with future development and redevelopment in the area. Many of the existing roads are flanked by sidewalks and/or multi-purpose trails. However, the system of sidewalks and trails has gaps and some of the busy roads in the area are barriers to pedestrian and bicycle circulation.

There are opportunities to extend the sidewalk and trail network in conjunction with road reconstruction and property redevelopment. Proposed trail system enhancements are shown on **Figure 5.8**, below, including:

- Construct a pedestrian and bicycle bridge over Normandale Boulevard.
- Integrate the pedestrian bridge access ramps with trails in Normandale Lake Park and the berm around Goldman Pond on the east side.
- Extend a path down the berm between the bridge and the existing

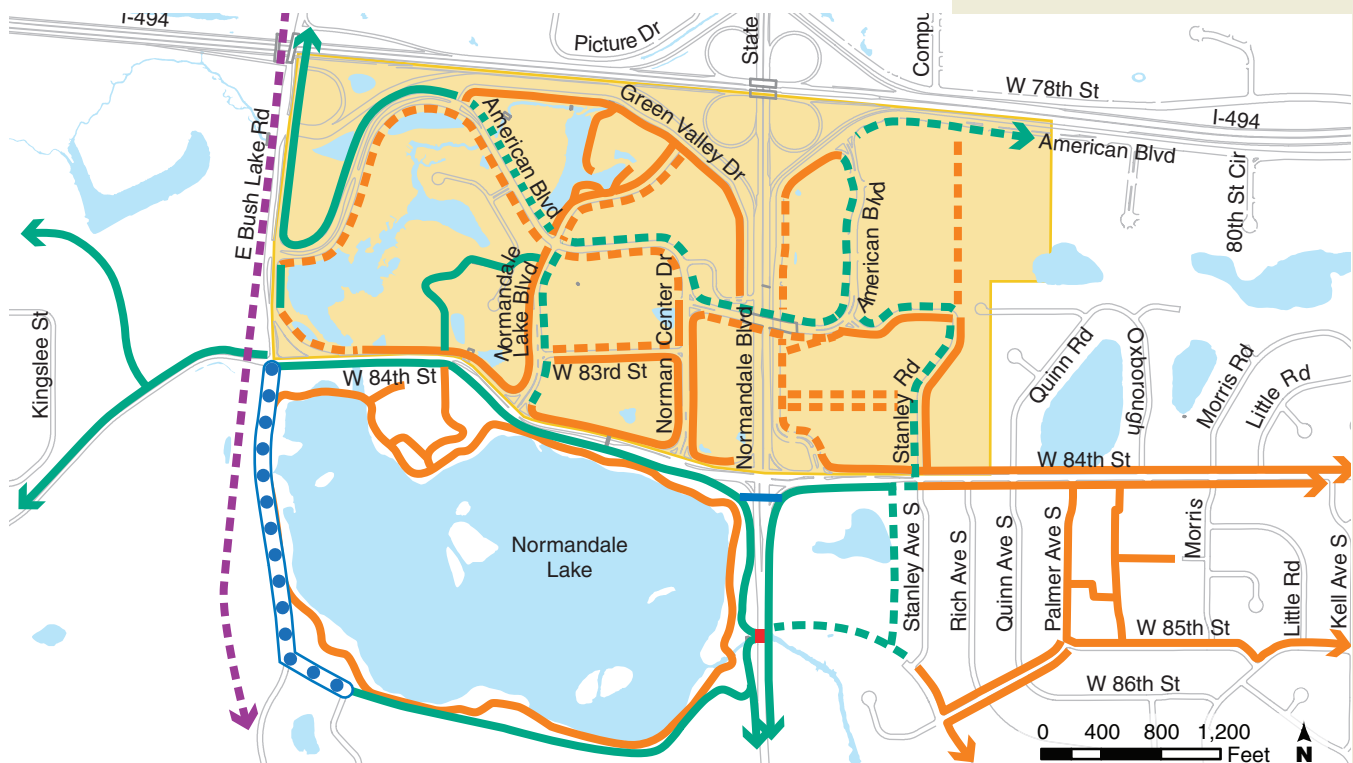
sidewalk/trail along the south side of 84th Street.

- Eliminate at-grade pedestrian crossings at the intersection of Normandale Boulevard and West 84th Street.
- Install sidewalks and/or trails as proposed in the Urban Design Enhancements (page 5.22) when the adjacent streets are reconstructed.
- Create and/or improve pedestrian crossings at other locations on 84th Street (e.g., at Stanley Road, Norman Center Drive, Normandale Lake Boulevard).



Many of the major roads in the area are flanked by sidewalks and/or multi-purpose trails.

**Figure 5.8 Proposed Trails and Paths**



## Legend

- |                          |                               |
|--------------------------|-------------------------------|
| Pedestrian Bridge        | Existing Shared-Use Path      |
| Potential Regional Trail | Existing Pedestrian Way       |
| Proposed Shared-Use Path | Existing On-Street Connection |
| Proposed Pedestrian Way  | Trail Underpass               |

Project Area

*Note: Trails and sidewalks will meet City design standards.*

Source: Bloomington Parks and Recreation Division.



Connectivity and access between adjacent parks, open space amenities and the District are improved with pedestrian bridges, such as the one over W. 84th Street.

- Improve on and off road connections between the east and west sides of the District, to surrounding residential neighborhoods and to Normandale Lake Park.
- Work with MnDOT to create trails around Goldman Pond to connect the residential neighborhood to the east with Normandale Lake Park via the existing creek/trail underpass beneath Normandale Boulevard.

## 7. Urban Design Enhancements

Several physical improvements to public property and policy actions are proposed to create an overall complete and unified appearance in the District and achieve the measures outlined in *Section 4: Vision and Goals*, which include:

- Creating a more park-like character.
- Improving connectivity and identity.
- Creating a visually cohesive built environment.

Following is a summary of the recommendations for physical improvements to the public realm:

- Establish a visually connected network of open space.
- Create physical connections between Normandale Lake Park and Goldman Pond.
- Enhance landscaping along streets and other public areas.
- Integrate stormwater treatment facilities to create a green network.

- Install a complete system of sidewalks and trails.
- Build a pedestrian/bicycle bridge over Normandale Boulevard.
- Create trail connections between Normandale Lake Park and Goldman Pond.
- Install streetscape enhancements along roads using a consistent palette of plants, lighting, sidewalk/trail pavement, and retaining wall materials.
- Install a coordinated system of public wayfinding signs throughout the District.

Realizing these improvements may also require establishing policy initiatives or regulatory tools. Some urban design guidelines are included in this Plan. Possible additional actions include:

- Establish area-specific design guidelines to address building height, massing, setbacks, and exterior materials.
- Enforce existing sign regulations or consider adoption of area-specific regulations to ensure an appropriate degree of design consistency for private signs.
- Earmark funding for maintenance of public areas and facilities

Phasing of public improvements is summarized in *Section 6: Implementation Plan*.



Streetscape should use a consistent palette of plants, lighting, pavement, and retaining wall materials.



## Recommended Urban Design Guidelines

### Roads

A two-tiered system of streetscape enhancement is proposed as shown on **Figure 5.9**, below. Design characteristics of each tier are:

**Tier 1 streets – Figure 5.10** (page 5.24) is a cross section and plan view illustrating the following features:

- Boulevard trees located behind the trail/ sidewalk.
- Road- and pedestrian-scale lighting.
- Turf boulevards with a stamped, colored concrete edge.

- Medians edged with colored, stamped concrete and planted with trees, shrubs and ornamental grasses.

**Tier 2 streets – Figure 5.11** (page 5.25) is a cross section and plan view illustrating the following features:

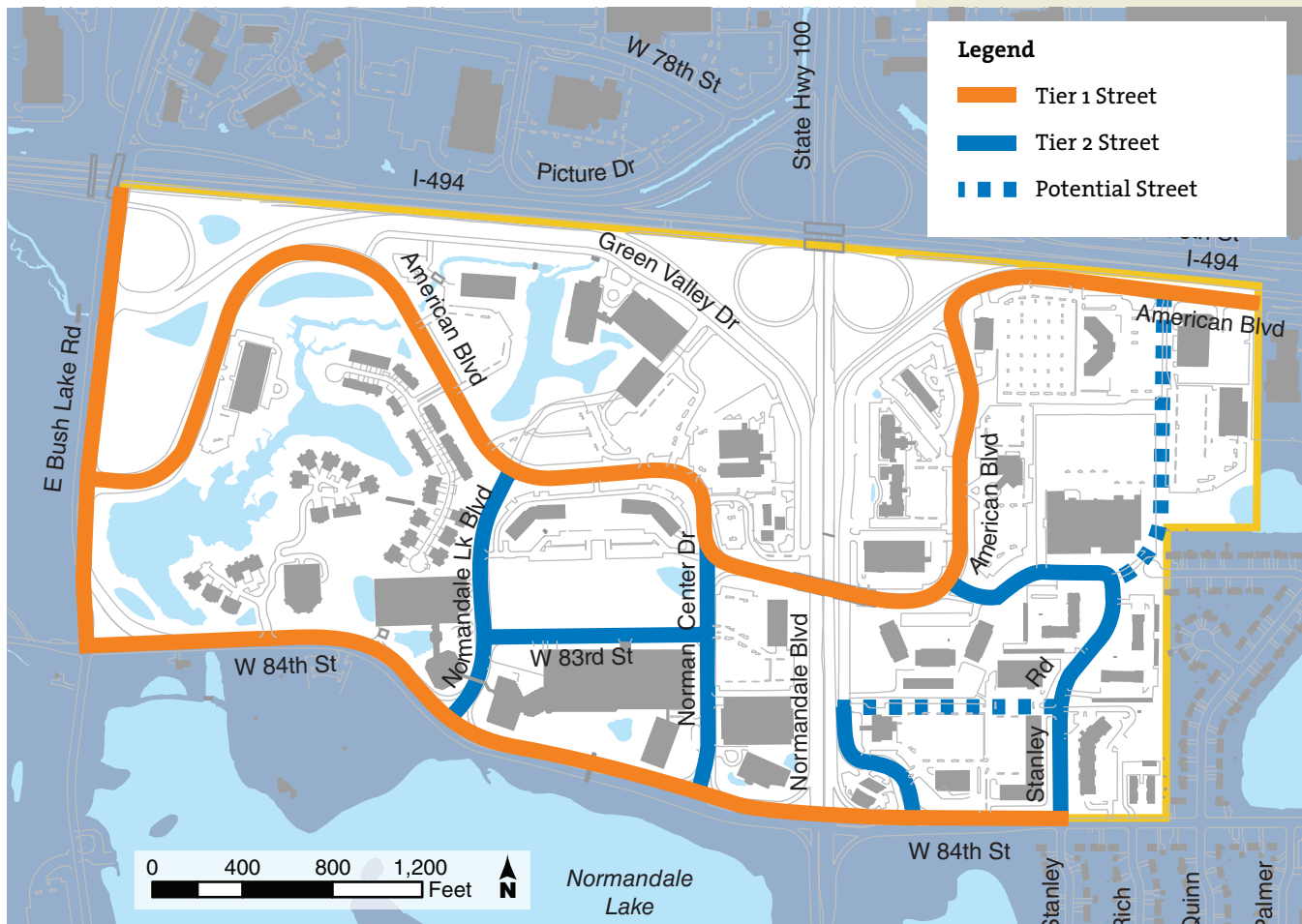
- Boulevard trees located behind sidewalks
- Pedestrian scale lighting
- Turf boulevards

All trails and sidewalks will be designed consistent with City standards and recommendations in the *Bloomington Alternative Transportation Plan*.



**Tier 1 streets will have medians planted with trees, shrubs and ornamental grasses.**

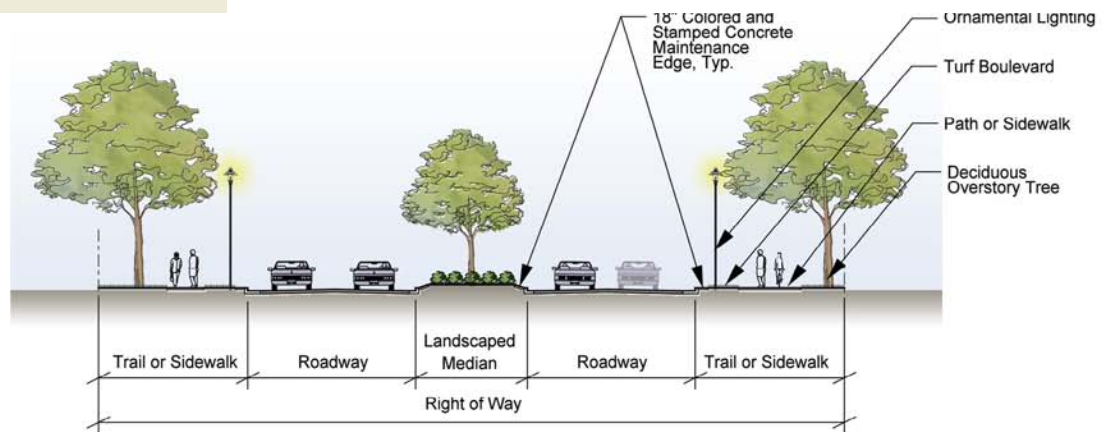
**Figure 5.9 Streetscape Hierarchy**



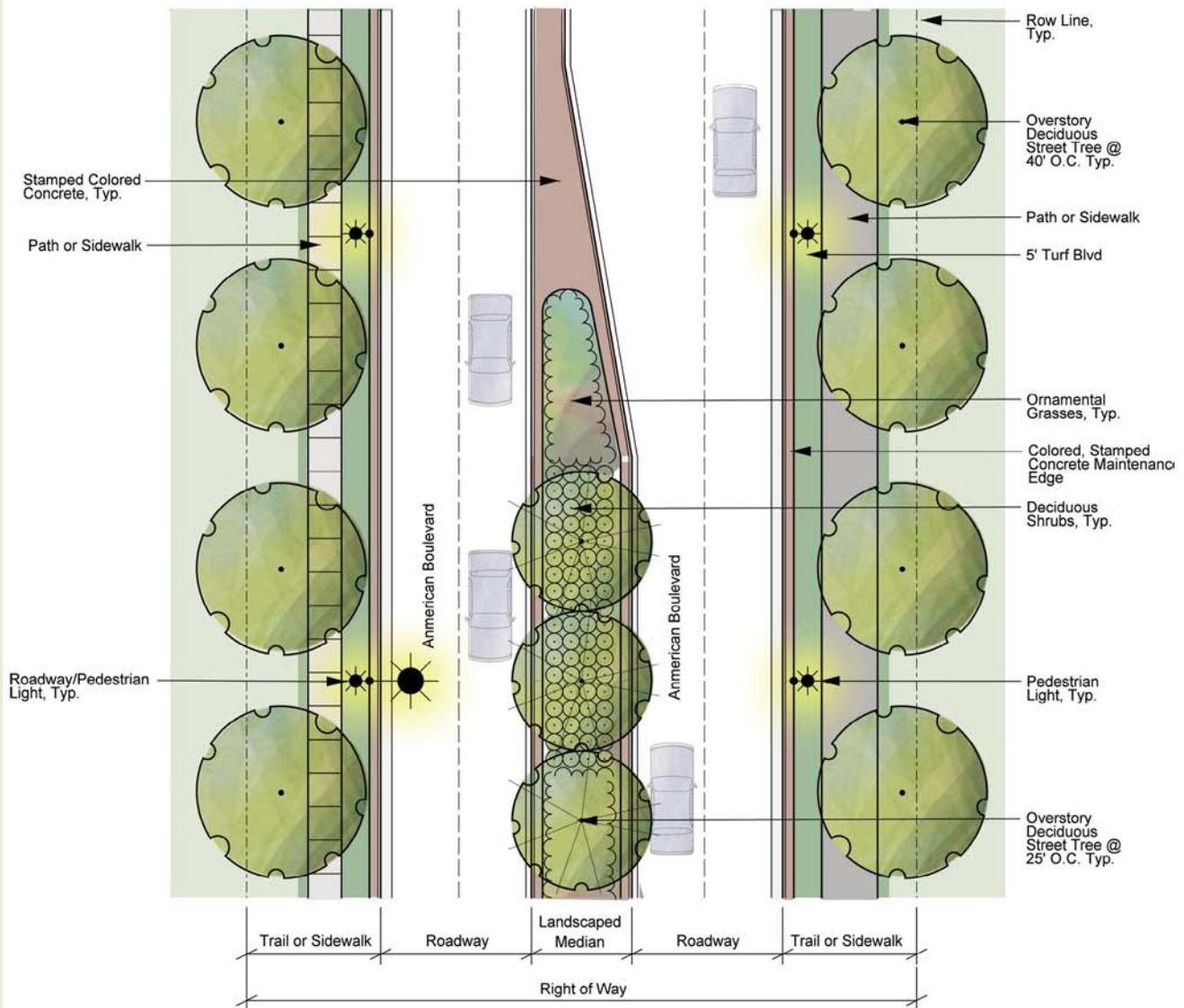
Source: Bloomington Planning Division.



Figure 5.10 Tier 1 Cross Section



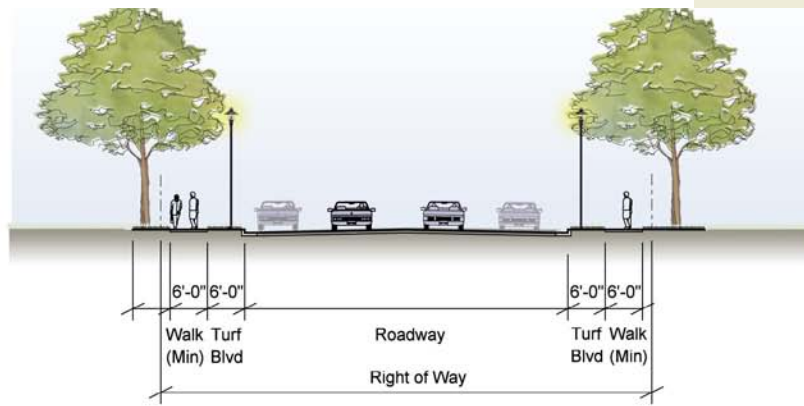
Proposed Cross Section



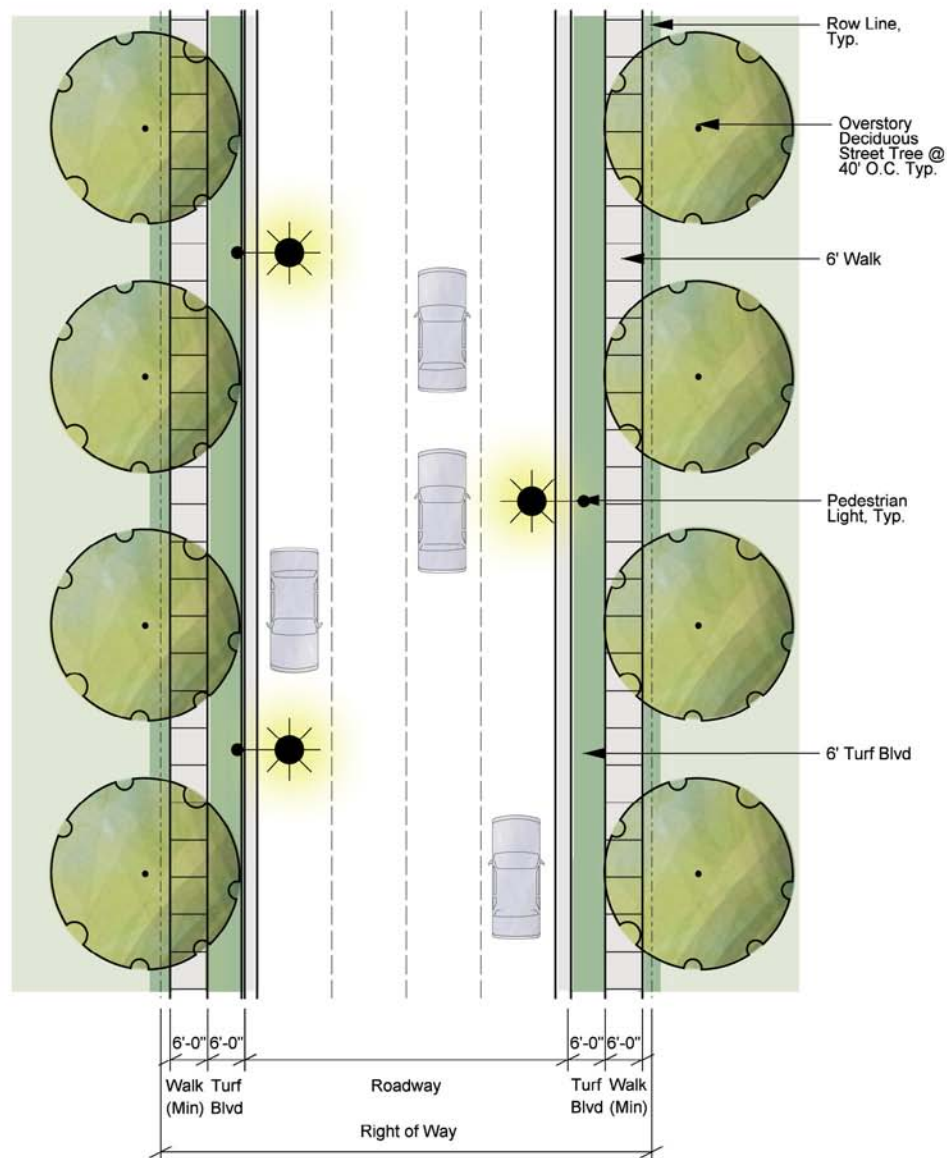
Proposed Plan View

Source: Bloomington Planning Division.

Figure 5.11 Tier 2 Cross Section



Proposed Cross Section



Proposed Plan View

Source: Bloomington Planning Division.



Use of decorative light fixtures will reinforce the District's design identity.



Landscaping in the District will emphasize use of native plants.

### Plant Materials

Plants known to be disease, salt and drought tolerant are preferred as are plants that possess seasonal interest (fall color, spring and summer blooms, texture), and that complement or extend natural plant communities found in the District. Plant materials that accomplish these objectives include:

#### Trees

- Norway Maple
- Hackberry
- Quaking Aspen
- Swamp White Oak

#### Shrubs

- Dogwood
- Lo-gro Sumac
- Euonymus
- Shrub roses
- Lilacs

#### Grasses

- Little Bluestem
- Prairie Dropseed
- Feather Reed Grass 'Karl Forester'
- Fescues

#### Perennial Flowers

- Daylilies
- Asters
- Rudbeckia (Black-eyed Susan)
- Purple Coneflower
- Liatrus (Blazing Star)
- Coreopsis

### Colored and Textured Concrete

Use of colored concrete edging along sidewalks and around medians is proposed along Tier 1 streets to provide a decorative buffer and a maintenance strip between the road and landscaped areas or sidewalks:

- **American Boulevard** – Concrete edging will be a reddish color.
- **84th Street** – Concrete edging will be a dark grey/brown color.

### Street Lighting

The streetscape concept calls for three types of light poles. All light fixtures installed in the right of way will conform to City standards. To encourage timely and cost effective maintenance and to provide consistent light levels on roadways, it is City policy to use a limited range of pole and fixture types. Recommended light standards include:

- **Roadway** – This single luminaire, medium height fixture (typically 35 feet) is intended to provide lighting for traffic on the roadway. The same fixture installed at France Avenue and Old Shakopee Road is recommended.
- **Pedestrian** – This single luminaire, low height fixture is shorter (14 to 16-foot typical) to illuminate the sidewalk or trail surface. The pole and luminaire may be more decorative to reinforce the District design identity.
- **Combined Road/Pedestrian** – This fixture includes two luminaires, one positioned higher to illuminate the road surface and one lower to illuminate the sidewalk or trail. The road luminaire would be mounted at a height of about 35 feet and the pedestrian luminaire would be mounted 14 to 16 feet above the ground.



## Pedestrian Bridge Design

The pedestrian bridge over Normandale Boulevard must accomplish several objectives. First, it must provide a safe crossing for pedestrians and bicyclists. The bridge design will need to meet Federal, ADA, MnDOT, Hennepin County and Three Rivers Park District design requirements and standards.

It must also be visually distinctive, attractive and well integrated into the surrounding landscape because it will become a significant visual feature and gateway to the area and the City.

Recommended design criteria and considerations include:

- Minimum 14 foot width to accommodate both pedestrians and bicyclists.
- Maximum 5% slope on ramp approaches to comply with ADA accessibility requirements (greater slope allowed with handrails and periodic landings).
- Minimum 17 foot 4 inch clearance above the surface of Normandale Boulevard.
- Integrate the east side approach with the existing berm around Goldman Pond.

- Integrate the west approach ramp into the existing trees and landscape in Normandale Park and connect with the existing park trail system.
- Integrate a regional park information sign as part of the west side ramp approach structure.
- Curve the bridge span and approaches to create visual interest.
- Consider coordinating or incorporating intersection signs and signals with the bridge span structure.
- Use a railing style and materials similar to those on the existing pedestrian bridge over West 84th Street west of Normandale Boulevard.



The pedestrian bridge over Normandale Boulevard must be visually distinctive, well integrated into the surrounding landscape, and designed to serve as a gateway for the city.



Curving the bridge span and approaches can provide visual interest.





Identity/Gateway



District Entrance



Circulation Decision Point



Pedestrian Kiosk

## 8. Wayfinding Signs

Given its location at the intersection of I-494 and TH 100, the Normandale Lake District functions as an important Bloomington gateway. Establishing and implementing a coordinated system of public signs will help define the District and create a cohesive identity. The City will work in coordination with Hennepin County and Three Rivers Park District to develop a public sign system that orients visitors and passers-by, directs travelers in cars, on bikes or on foot to their destinations and provides identity for the District.

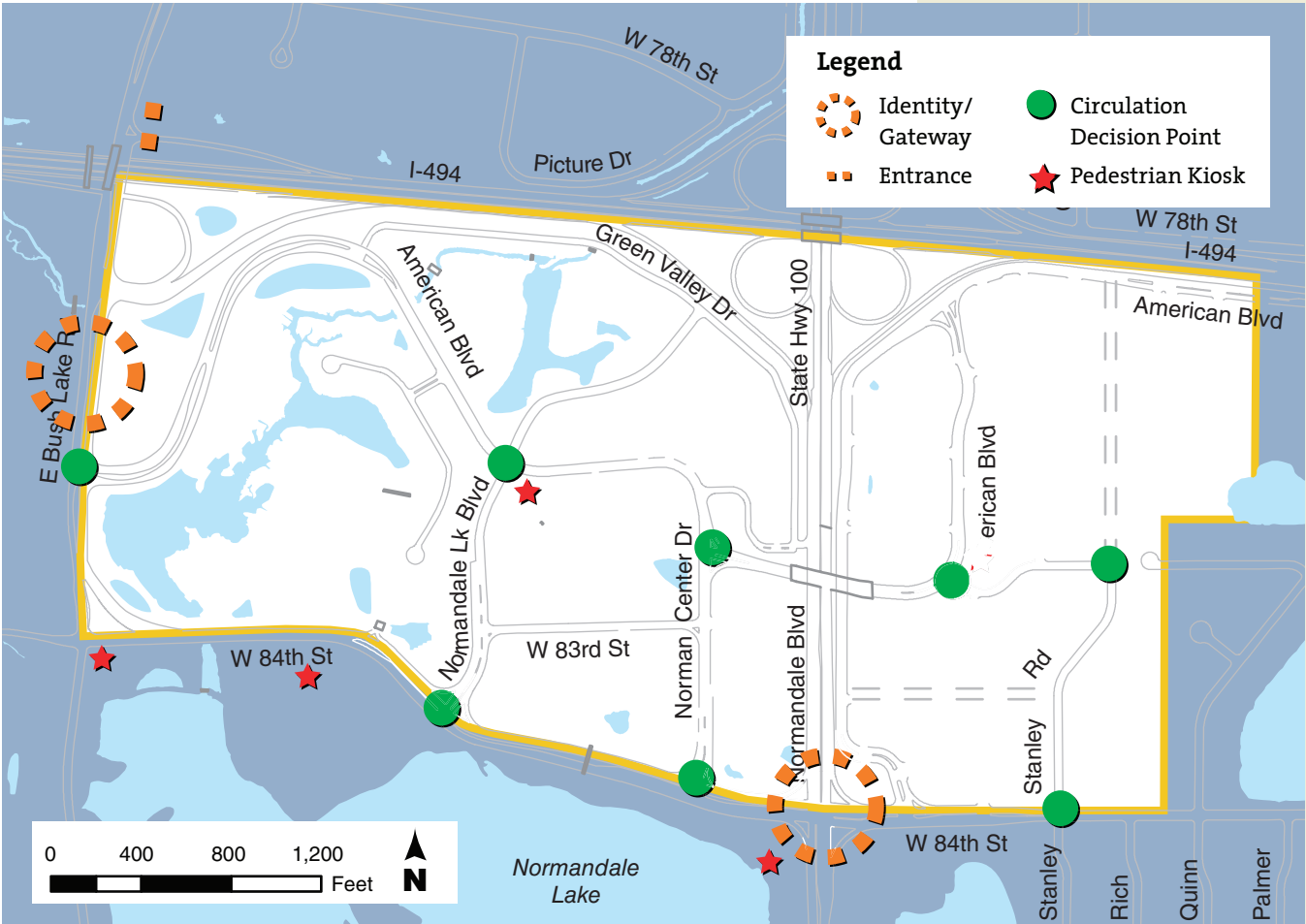
The recommended wayfinding system will consist of four distinct sign types as described below and at the locations shown on **Figure 5.12**, next page:

- **District Identity/Gateway** – These signs provide key information to orient people to destinations and routes in the District.
- **District Entrance** – These signs function as a “welcome” sign at the outer edges of the District.
- **Circulation Decision Point** – These signs are located at intersections throughout the District and function to reinforce route choice and wayfinding.
- **Pedestrian Kiosk** – These signs provide orientation and route information for pedestrians and

cyclists. They will be located along existing and proposed pedestrian/bicycle routes.

The examples in the left column illustrate each of the sign types described above. The City will engage a professional sign designer and coordinate with the various implementing agencies to develop specific sign designs and an implementation program. Wayfinding signs should be implemented at the same time as streetscape improvements are installed.

Figure 5.12 Wayfinding Sign System



Source: Bloomington Planning Division.

